

## FOREIGN EXPERIENCE AS A METHODOLOGICAL BASIS FOR THE DEVELOPMENT OF GENDER LEADERSHIP IN THE FIELD OF PUBLIC ADMINISTRATION

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**Abstract.** The article examines and summarizes the experience of developing gender leadership and achieving parity in public administration in individual countries of the Euro-Atlantic community. The information base of the study consists of the current regulatory framework of foreign countries, as well as an analysis of numerous scientific works of foreign/Ukrainian scientists published in periodicals and posted on the Internet. Methods of analysis and synthesis, comparative legal method, as well as methods of System Analysis and modelling are used. The analysis of the implementation of gender leadership in public administration in Switzerland, Sweden, France, Denmark, Croatia and the Netherlands is carried out. It is proved that the formation of gender leadership is influenced by global transformation processes of the world. It was found out that the governments of foreign countries constantly "invest" significant investments in the development of professional civil servants, since the future of the state and the well-being of citizens depend on them. Based on the experience of some foreign countries, it is proved that the formation and implementation of leadership in public administration is one of the main vectors of further reform of the civil service system of Ukraine. It is concluded that there are no co-established international standards for the implementation of leadership in government bodies. At the same time, despite the contradictory views of scientists and differences in terminology, common to all approaches to the development of managers/leaders in public administration is the presence of generally accepted canons, foundations and strategies for leadership development with a clearly defined gender aspect. Each country chooses its own path of development of leadership in public administration and determines, taking into account national characteristics and needs, the competencies of public servants that are necessary for the effective performance of state functions and tasks. Recommendations on creating a favourable environment for the development of gender leadership in public management activities in Ukraine are proposed.

**Keywords:** public administration, leader, Leadership, Public Administration mechanisms, adaptation, parity democracy, Human Resource Management.

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**Introduction.** The beginning of the XXI century is characterized by complex social relations, cardinal changes in the political and socio-economic spheres of public life, which affects the phenomenon of globalization in relation to interaction with the world of each country and the development of intellectual human resources.

The old management principles/methods are losing their effectiveness, so accordingly there is a need for significant improvement of human resources and the formation of capable leadership. Therefore, it is quite natural for modern society that senior positions in the field of Public Administration are occupied by representatives of the "fairer sex".

At the same time, it is important not only to improve the public administration

system, but also to introduce innovative leadership mechanisms into it. Accordingly, the international community is constantly monitoring the implementation of gender-sensitive leadership in public administration. As for Ukraine, having received the status of a candidate for membership in the European Union, the state needs to make many changes and reincarnations in order to introduce leadership into the public management system and achieve appropriate parity in it. To accelerate such revolutionary processes, it is necessary to study and use the successful experience of foreign countries in creating a favourable environment for the development of gender leadership in government bodies. However, when studying and implementing foreign experience, it is worth remembering that the theoretical and practical foundations of gender leadership have not been sufficiently studied, and there are no single-faith ways to implement it in government bodies.

**Literature review.** The problem of leadership in public administration is constantly in the field of view of foreign scientists (A. Adler, K. Levin, R. Bales, R. Tannenbaum, I. Weschler, F. Masaryk, P. Drucker, F. Fiedler, V. Vroom, F. Yetton, P. Hersey, V. Bass, Conger, R. Kanungo, A. Filley, R. Hausa, S. Kerr, F. Fiedler, etc.). Special attention should be paid to the achievements of P. Sloan, G. Schaefer, D. Stoifer regarding the personal characteristics of innovative leadership. In the best foreign practices of Human Resource Management, the emphasis is placed on the development of personnel, comprehensive promotion of employee self-realization, motivation for conscientious and effective work, as well as on determining the optimal organizational structure and establishing a single corporate culture for all [1].

As for the implementation of leadership in the system of public authorities of Ukraine, we consider it necessary to single out the works of such domestic scientists as V. Alekseev, V. Bodrov, O. Valevskyi, N. Honcharuk, P. Zhuravliov, A. Lipentsev, V. Oluyko, T. Pakhomova, L. Pashko, T. Pidlisna, S. Seryogin, G. Sytnyk, I. Surai, V. Tkachenko. However, the question of creating a favorable environment for the development of gender leadership still remains beyond the attention of scholars.

**Aims.** Accordingly, the aim of the work is to review the best international experience in implementing gender leadership in public administration, which can be adapted to take into account the peculiarities of martial law in Ukraine.

**Methods.** During the research, we used general scientific and special methods, in particular: methods of analysis and synthesis, comparative legal method, as well as modelling method. Scientific works of foreign and domestic scientists form the information base of our research.

**Results.** The formation and implementation of leadership in public administration activities is associated with global transformation processes that are constantly taking place in the Euro-Atlantic community and the EU.

Countries are entering a completely new sphere of functioning and activity. The rapid development of information technologies contributes to the emergence of open markets in Europe and NATO countries, entails global changes in general, and all this makes world leaders, managers, and businessmen realize that in this rapidly changing world, the old, generally accepted practices and sets of competencies no longer work.

The world forces leaders to radically change all ideas about the management, formation and implementation of state, including personnel, policies in order to remain competitive in the Modern Market [8].

At the same time, each country, taking into account its geopolitical position, chooses its own path of development of gender leadership in management activities and determines, taking into account national characteristics, the competence of public servants, as well as applies different terminology.

In fact, from the very beginning of the founding of the European Union, the principles of gender equality are embodied in it at the level of the state gender policy of the EU member states. Today, the EU states are leaders among all countries of the world in terms of the number of women involved in national parliaments. And at the level of structures of the European Community, women make up more than 30% of members of the European Parliament [2, p.407].

Leadership development in European countries is considered in the context of recognizing and supporting the public service as a competitive, attractive place of work, capable of attracting and retaining the best personnel, qualified employees (workplace of choice & attraction-selection-attraction (ASA) cycle). Among the social trends in many countries, more attention and time is now being devoted to the development of leaders, ensuring openness, celebrating and promoting performance. Leadership development is viewed through the prism of better compliance with public interests, the ability to better represent them and act in the public (national) interests. Some countries have established special institutions for leadership development; others have increased the focus on leadership issues in existing programs and introduced new training for senior management. The authorities also use the programs of Network International Schools and private organizations [6, p.81].

In the developed countries of the world, there is a centre for Creative Leadership – a leading institution that studies needs and provides training for various stakeholders, it has been operating for more than 40 years in 120 countries around the world [1, 6, p 111].

In 2000, the European Institute of Public Administration (EIPA), operating under the auspices of the European Commission, developed a model for evaluating management in organizations funded from the state or municipal budget (CAF) based on the European model of excellence EFQM. The CAF model is used in programs for reforming the state and Municipal Administration of European countries, for comparative analysis of the management systems of European states, as well as for identifying and disseminating the best experience (benchmarking). [5, p. 136]

**Switzerland.** Attention is paid to the correct initial selection of specialists to work in the system of public authorities. Selection takes place through an open competition and an interview with the future direct manager. For recruitment, social networks (Facebook, LinkedIn) are often used, as well as a large number of specialized portals specifically designed to search for employees of public authorities (Federal jobs portal: [www.stelle.admin.ch/stelle/fr/home.html](http://www.stelle.admin.ch/stelle/fr/home.html) each administration has an HR office. The organization of PER manages federal HR policy. Potential

employees can get education at 10 Swiss universities, 5 of which are included in the list of top 200 universities according to the Times rating. Also, the specialized Institute of Public Administration (IDHEAP) is popular [7, p. 122].

**Sweden.** Since 1994, the government of the country consists of a certain number of women and men. Women ministers head authorities that are not traditionally considered "female" (Ministry of Foreign Affairs, Justice, communications and agriculture). This result was achieved through the consistent implementation of the action plan, which focused on the representation of women in public administration and achieving equal representation of both sexes in central and regional authorities.

Special seminars on gender equality are held for civil servants. The law on equality of women and men was adopted, the main tasks of which were to ensure employment, career growth, and the development of appropriate annual action plans by employers to ensure balanced representation of both men and women. There is a special government program that provides for reporting to Parliament on the status of women in state government bodies.

**France.** This country not only provided for the idea of parity in leadership in its constitution, but also implemented a number of measures to ensure women's "access" to top-level positions in government. In particular, this is:

- establishment of a minimum percentage of women in the composition of professional competitive examination commissions;
- nomination by the administration of an equal number of women and men to joint bodies;
- introduction of progressive targets for each ministry and for each level of government in order to ensure a balanced representation of women and men in leadership positions [12].

**Denmark.** The Danish School of Public Administration for the development of the leadership potential of civil servants has been established, providing expertise on the management development of the European Commission. Laws have been adopted on equal opportunities, the principle of gender equality in all spheres of society, on equal treatment of men and women in employment, on equality of men and women in appointment as members of public committees, and on equal opportunities for men and women in executive positions.

There is a training program for state leaders "overcoming barriers" [10]. The target audience of which is the highest civil servants-women. [4, p. 187].

**Croatia.** The program "dispel the fear of power: leadership training for women in local communities" was developed, which received funding from the American embassy, the Council of Europe, the European Commission, the Friedrich Ebert Foundation, the US News Agency, the Westminster Foundation for democracy, etc.

**Netherlands.** For the Dutch Public Administration System, human capital in a harmonious combination with the human factor is extremely relevant, as well as the understanding that the effectiveness of public authorities depends entirely on "high-quality" officials. Therefore, accordingly, the work of the HR department is focused on identifying and developing the personal qualities of officials, passing special exams and meeting all the requirements for applicants for public positions.

However, according to L. Antonova, further education and a set of training activities provided by various subjects also have a leading place within this system. In further education and a set of trainings, there is a distinction between long-term programs aimed at a specific career and short-term training for a specific job or aspect of this job. In this regard, there is a fairly close connection and interaction between the government, non-governmental organizations and universities in the training of employees of Public Authorities [1].

In addition, the government of the country is quite successful in using another innovative element in the formation of gender leadership in government bodies, namely, Public Leadership.

Thus, after analysing the processes of implementing gender leadership in public management activities, we believe that foreign countries can be divided into two groups: leading countries (Scandinavian countries, Holland, Austria, Luxembourg, Germany) and amateur countries (Italy, Spain, Portugal, Greece, Belgium, France, Ireland). In particular, the countries of the first group are committed to the principles of gender equality and social democracy; the number of women managers in government bodies is quite sufficient to influence public policy, while amateur countries, although they have a social democratic regime of government, significantly lose out in terms of the level of political representation of women in public administration and their participation in making important state decisions. Accordingly, we come to the conclusion that different countries have different approaches to male and female leadership in the public administration system, which significantly affects their development and economic and social component.

As for gender leadership in the Ukrainian public service, today it is developing and gaining momentum in the security sector itself, since military operations on the territory of Ukraine are the most acute and painful issue for society. Researcher I. Hrabovska, emphasizing the exceptional role of a woman leader, notes that "" in war periods, the importance of the practical contribution of women to the life of society increases significantly, because it is women who ensure its viability at a time when men save society from physical extermination. And yet, in the mass consciousness, a woman always remains a secondary person, despite the fact that the heaviest burden falls on her shoulders after the war – the restoration of peaceful life" [3, p. 476].

However, we do not agree with this statement, because now in Ukraine there is a radical positive feminization of the army and law enforcement agencies. Women make up about 15% of the total number of the Armed Forces of Ukraine, which corresponds to the best international practices. Ukrainian military women leaders have proven themselves at a high level and are not inferior to men during military service, and this, accordingly, is a role model and breaks the patriarchal ideology of society.

**Discussion.** As the world moves from capitalism to an era when talent becomes the main value, and the success of the state is determined by its innovation, the winner will be the one who can successfully integrate women into these processes, the WEF notes [9]. As an example - the first lady, a talented political figure of the Philippines Imelda Marcos ("steel butterfly"). This woman managed to convince

Libyan leader Muammar Gaddafi to mediate between the Philippine government and Islamic separatists. Olena Zelenska (First Lady of Ukraine) became the first wife of a foreign leader to speak in the US Congress (Washington). This is the first lady who asked for more weapons to be provided to Ukraine, which can be used to prevent Russian air strikes that "kill children in wheelchairs", and which can protect Ukrainians from Russian "terrorist attacks" [10].

**Conclusion.** As conclusions, we note that there are no co-established international standards for the implementation of leadership in government bodies. However, what is common to all leadership/leadership development approaches is the existence of generally accepted gender-sensitive canons, frameworks and strategies that are advisory in nature. Each country goes through its own path of leadership development and determines, taking into account national characteristics and needs, the competencies of public servants necessary for the effective performance of state functions and tasks.

Developing gender-sensitive leadership in public administration, empowering women and eliminating negative traditional stereotypes are key to the well-being of society as a whole.

Ukraine should take into account the positive experience of foreign countries in implementing gender leadership in the public management system, but it is appropriate to remember the socio-cultural, economic and mental features of Ukrainian society. Generalized positive pan-European experience and the experience of individual countries regarding the introduction of new mechanisms for the formation of gender leadership can be useful for the public administration system of Modern Ukraine and adapted to Ukrainian realities by:

- adoption of separate laws and introduction of appropriate amendments/additions to bylaws on the formation of gender leadership in public administration;
- creation of special institutions, parliamentary structures and officials for the implementation of gender leadership in public administration;
- introduction of an innovative corporate culture in public administration (implementation of the following approaches: "family-friendly", "work-life policies" and "civil service club", "attraction-selection-attraction (ASA) cycle" [11]);
- development of a strategy and creation of a system for the formation of gender leadership in the field of Public Administration, Higher Educational Institutions, Advanced Training Centers for employees of public authorities;
- introduction of gender leadership development programs in public service bodies to training and advanced training programs for civil servants as one of the areas of modernization of the leadership training system in the public administration system.

Thus, the adaptation and implementation of the above-mentioned ways of applying positive European experience in creating a favourable environment for the development of gender leadership in the public administration sphere of Modern Ukraine can become the subject of new scientific research of the science of Public Administration.

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